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Under the Navajo Emergency Education Program, launched in 1953, dormitories were built in towns near reservations and Indian children attended public schools under contractual agreements between the schools and the Bureau of Indian Affairs (BIA). In 1964 three BIA educators were designated to conduct an investigation of the program. The following conclusions were reached: (1) bordertown schools will not provide the long range solution to the problem of providing high school education for Navajo youth; (2) the long range solution to the problem lies in the development of the reservation public school system; and (3) until the reservation public schools are able to assume their proper role, the Bureau must accept substantial responsibility for providing a high school education for Navajo youth. (SW)

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REPORT

TO THE

SENATE APPROPRIATIONS COMMITTEE

ON THE

NAVAJO BORDERTOWN DORMITORY PROGRAM

BY THE

COMMISSIONER OF INDIAN AFFAIRS

February, 1965

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF INDIAN AFFAIRS

RC 002716

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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NAVAJO BORDERTOWN DORMITORY PROGRAM

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NAVAJO BORDERTOWN DORMITORY PROGRAM

I. REQUEST OF THE SENATE APPROPRIATIONS COMMITTEE

The survey was undertaken in response to a request from the Senate Appropriations Committee (Report No. 971, 88th Congress, 2nd Session, p. 6) which stated:

> "The Committee urges that the Bureau of Indian Affairs give special attention to education of Indian children of high school age in State-operated public schools adjoining the reservations. The possibility of expanding the practice of building dormitories in towns near reservations and entering into Johnson-O'Malley type contracts for education of the children should be carefully studied. Education of the children in public schools along with the non-Indian children appears to be most desirable from the standpoint of affording the Indian children an opportunity to become fluent in the English language and to learn the habits, customs, and practices of the general population among whom they must work and live. The committee desires that a report be submitted outlining the result of this study."

II. PLAN FOR MEETING THE COMMITTEE'S REQUEST

In August of 1964 the Commissioner of Indian Affairs designated a team of three Bureau of Indian Affairs educators to conduct the study called for. The Commissioner decided that the survey should be confined to those schools serving Navajo students for the following reasons:

1. Navajo students represent an overwhelming majority of all Indian students for whom insufficient public high school facilities exist.

2. Navajo students are at present being educated in all the principal types of high schools attended by Indian youngsters, thus providing some basis for comparing the different types.

3. The Navajo Tribe administers Differential Aptitude Tests to high school seniors and the test scores were available for use in making comparisons of the records of students attending different types of schools. Similar data were not available for any other group.

4. The Federal Government assumes the full cost of educating Navajo children in the bordertown dormitories. This is in contrast to some situations in which the states assume partial costs for educating Indian children.

Furthermore the survey was limited to the high school grades - 9 through 12, since this was the level in which the Senate Appropriations Committee expressed an interest.

The team agreed on the following procedures in carrying out its assignment: to observe classrooms and student activities; to visit with students, teachers, and administrators; to study cost data, available standardized test results, school

populations, age-grade distributions, and curricula; and to review the contracts between the Bureau and the several districts. Through these activities the team hoped to be able to make some generalizations and draw some conclusions about the kind of education the Navajos are being offered, how well the Indian children are "learning the habits, customs and practices of the general population among whom they must work and live," and the comparable costs.

The survey team believed that if an adequate foundation for the evaluation of bordertown schools were to be laid, other types of high schools educating Navajo youth should be visited. As a result arrangements were made to visit five of the six public high schools on the Navajo Reservation: Tuba City, Monument Valley (Kayenta), Chinle, Ganado and Window Rock (Ft. Defiance). The Shiprock High School was not visited because it is a new school and as yet does not offer a complete high school program. Four Bureau high schools were visited: Phoenix Indian School, Intermountain School, Wingate High School, and Albuquerque Indian School. In addition the public high schools at Kirtland and Cuba in New Mexico, which are off the reservation but which enroll a considerable number of day students from the reservation, were visited. The bordertown

schools visited were at Holbrook, Winslow, Flagstaff, and Snowflake in Arizona, Gallup, Aztec, and Albuquerque in New Mexico, and Richfield in Utah. Counting junior high schools at Albuquerque, Flagstaff, Gallup, Richfield, and Aztec and South Sevier High School at Monroe, Utah, a total of 26 schools under 19 separate school administrations were visited. In all, the three evaluators visited not less than 250 classes attended by Navajo students. Furthermore, in the great majority of cases the visit was for the full period and included a conference with the teacher. In addition, thorough discussions were held with school administrators and interviews were always conducted with librarians, counselors, band and music directors, shop and home economics teachers, coaches and physical education teachers, and cafeteria directors. There were, of course, frequent opportunities for visits with students themselves.

III. BORDERTOWN SCHOOLS

A. Finding and Conclusion:

THE SURVEY TEAM, AS A RESULT OF ITS OBSERVATIONS AND INQUIRIES, RECOGNIZES THAT THE BORDERTOWN SCHOOL PROGRAM IS MAKING A SIGNIFICANT CONTRIBUTION TO THE EDUCATION OF NAVAJO YOUTH OF GREATER THAN AVERAGE

SCHOLASTIC APTITUDE. IT MUST CONCLUDE, HOWEVER, THAT THIS PROGRAM AS PRESENTLY OPERATED, WILL NOT PROVIDE THE LONG RANGE SOLUTION TO THE HARD CORE PROBLEM OF PROVIDING HIGH SCHOOL EDUCATION FOR THE RANK AND FILE OF NAVAJO YOUNG PEOPLE. IT BELIEVES THIS FOR THE FOLLOWING REASONS:

1. The expectation that Navajo students will become fluent in English as a result of attending bordertown schools is not being borne out to the extent hoped for.

Comment: Most Navajo students speak surprisingly little English in the bordertown schools. They cluster together in small groups in the classroom, the cafeteria, the play areas, and when passing between classes. Understandably, in these small groups they feel more comfortable and at home, but often they converse with each other in the Navajo language. The team observed this happening in many schools.

Many of the classes the team visited provided ample opportunity for students to recite but it was a rare occasion when a Navajo student participated voluntarily. When written work was assigned the Navajos were likely to do much better. In responding orally to direct questions their answers were typically "yes" or "no" or

some other one-word response. The team found that a Navajo student might spend an entire day in school and speak relatively few English words.

Of course this situation often holds true in other types of schools as well. The team mentions it to show that the assumption that school attendance with non-Indian students will surely result in a greatly increased use of oral English is not necessarily true.

2. By the same token, the assumption that Navajo youth through attendance in bordertown public schools "will learn the habits, customs, and practices of the general population" is not proving out as expected. Navajo students are not participating in the activities of the bordertown schools to the extent that is desirable and hoped for.

Comment: For example, in five of the eight bordertown high schools there was not a single Navajo student serving on the student council. In a sixth, there was a Navajo member representing the dormitory ex officio. In the remaining two schools Navajo students were elected to the council by their schoolmates. The team does not suggest or believe that Navajo students were being discriminated against. Rather, the difficulty was that

Navajo students did not present themselves as candidates for office. The result, however, was the same; Navajo students were not getting the invaluable experience of participating in student government.

Although Indian boys are well known for their athletic ability, they are not trying out for the team in the numbers that might be expected. For example, in one of the larger high schools with approximately 40 Navajo boys enrolled, not one was out for football, or basketball, only one for track and two for cross country. In another of the larger high schools with a heavy Navajo enrollment, only four of 50 members of the varsity football squad were Navajos; three of 75 band members were Navajos.

By contrast, in a smaller high school, 15 Navajo boys were out for football. The reason was not hard to find. An interview with the coach revealed that he had not only welcomed the Navajo boys to his squad but made sure that they were aware of it.

In other student activities such as music, dramatics, and club membership, Navajo participation follows the same pattern of lagging behind what might be expected on the basis of the proportion of the student body that was Navajo.

Navajo students seldom voluntarily join groups of non-Navajos on the playground, in the cafeteria, walking to and from classes, or at assemblies or pep rallies. Dormitory students do not often attend evening school activities such as club meetings, dances, or parties. When they do attend school dances they almost always dance with other Navajos.

It is true that through observation Navajo students adopt some of the customs and practices of their non-Indian schoolmates rather quickly. Some of these are hair styles, clothing styles, table manners, walking a girl friend to and from school, and carrying her books. Other habits and practices which require a change in basic values are acquired much more slowly. Some of these are voluntary participation in classes and school activities, trying out for sports, plays, cheerleader, etc., running for elective office, and volunteering for extra assignments. These require a spirit of aggressiveness and competitiveness not common in Navajo culture and not automatically acquired in a school which is predominantly non-Indian. The team believes that the school must actively and consciously foster these traits and values if Navajo students are to acquire them.

3. <u>The Navajo students now in the bordertown schools are selected on the basis of achievement and academic aptitude</u>.

Comment: School officials on the Navajo Reservation make every effort to select, for bordertown enrollment, students who are achieving at their grade level or are not more than one year below it. Navajo tribal policy states, "Navajo students who are up to grade may attend public schools wherever public schools have been made available for them within their States of residence." Enrollment guidelines issued by the Navajo Agency state that students who attend bordertown schools "are not retarded to the extent that their enrollment would create a handicap to the public school situation."

Nevertheless the team found many teachers of English, mathematics, social studies, and science who were greatly concerned because of the poor achievement of the dormitory students. As stated earlier, oral communication by Navajo students was limited and although they handed in written work it was likely not to be of good quality. On the other hand there were a good many Navajo students doing average and in some cases excellent work in art, craft, home economics, and industrial arts. In these classes the students found opportunities to do things with their hands and relate these activities to their own experiences. Also, in such courses the teachers used demonstrations more frequently and these were helpful to students with language difficulties.

4. If the bordertown program were to give any large scale relief to the pressure of increasing Navajo high school enrollment, it would be necessary for the schools to accept students who have less scholastic aptitude than those they now enroll.

Comment: In establishing the criteria for admission of Navajo pupils to the bordertown schools, Bureau and public school administrators have agreed that the pupils should be sufficiently advanced academically to participate successfully in the educational program offered to the other students attending the school. In the agreements, the Bureau does not request the public schools to make any adjustments in their curricula, teaching materials, or teaching methods to meet the unique needs of educationally disadvantaged students. The contracts call for "the same type of education and treatment as provided for non-Indian children of the community." The survey team believes that even the Navajo students presently enrolled are educationally disadvantaged in several important ways. For example, although a student might be able to comprehend material related to his own life experiences, he might find it very difficult to understand concepts involved in the workings of the United Nations, jet

propulsion, or the cold war. This problem becomes accentuated when the student for whom English is a second language reaches the high school level. Much of the course work in English, mathematics, science and social studies must be acquired through reading, research, and listening to lectures. The Navajo student needs continuing instruction in the mastery of English, in research technique, and in acquiring a background of understanding. He needs a wealth of background material written at a level of difficulty which he can handle. He needs help with understanding many English idioms and figures of speech which are familiar to non-Navajos, but foreign to the Navajo.

In a few instances a public school has found that a dormitory student cannot perform successfully and has requested the Bureau to withdraw him and enroll him in a Bureau school.

Since the bordertown public schools generally have not found it feasible to adjust their curricula, teaching materials, and methods to the present Navajo enrollment with relatively adequate scholastic achievement, it does not seem realistic to expect them to make such adjustments to students of lower academic aptitude.

5. <u>The natural orientation of bordertown school systems is to the students who come from within the boundaries of their school</u>

districts, in which the majority of students are non-Navajo.

Comment: Since the statutory responsibility of the bordertown school is to the students who live in the district, it is to be expected that it will plan its course offerings with a view to satisfying the needs and desires of its pupils and their parents.

For example, one of the schools visited by the team offered an excellent program in vocational agriculture which was very popular with the local boy students. Not a single Navajo boy was enrolled in any of the agriculture classes, presumably because the boys saw little value for them in such training.

The foreign language programs afforded another example. Nearly all of the bordertown schools had language laboratories which are expensive pieces of equipment. In every case these were being used in Spanish classes or in some other foreign language class. In no case was a language laboratory being used to aid Navajo students to learn English which was a foreign language to them.

With respect to the foregoing, it is not difficult to appreciate the problems with which local officials must cope. We found some school officials and teachers who felt a deep concern about making the

curricular adjustments necessary to provide for the Navajo pupils. But, naturally their primary concern must be for the needs and aspirations of the people of the local community.

6. The Navajo Tribe has expressed a willingness to send its children to off-reservation schools as long as the need exists, but its policy calls for educational opportunities through high school on the reservation as soon as possible.

Comment: The policy statement adopted by the Navajo Tribe Council on August 29, 1961, and joined in by the Bureau of Indian Affairs, stressed the desire of Navajo parents to have their children near them while they are in school, and to have "an educational system on the Navajo Reservation in keeping with the pattern of public education in the United States."

On March 5, 1962, the Commissioner of Indian Affairs endorsed and commented on the tribal policy statement, noting the need for more and better roads on the reservation in order to effectuate the policy and after pointing out that the bordertown program would need to be continued at its current level for the present without committing the Bureau to an expansion of the program.

7. Most of the administrators of the bordertown high schools are not willing to accept Navajo dormitory students in excess of a certain proportion of their enrollment. The effect of such a policy is to limit the total number of Navajo students who can participate in this program as presently constituted.

Comment: For example the superintendent of one cosmopolitan bordertown community stated that the enrollment in his school system is now slightly more than 50 percent "non-Anglo." This latter group is composed of Indian students (both those living in the dormitory and those living at home), Spanish-American, Negroes, and a few of Asian descent. He felt that his board of education would not be willing to accept additional Navajo students who would further unbalance the enrollment in the direction of the non-Anglos.

Another bordertown administrator indicated that his high school cannot now accept all of the dormitory graduates from the eighth grade of his own school system. To do so would result in more than one-third of the high school students being Navajo, a limit which is school district policy. The present agreement calls for 120 dormitory students at the high school level and 415 in all. Actually the current high school enrollment has been stretched to 135, but if the present total

dormitory enrollment of 415 were all at the high school level they would considerably outnumber the remainder of the high school student body.

A third school system, one of the largest ones, has stipulated that it will not accept dormitory enrollment in excess of 5 percent of the enrollment of any one of the schools.

Several other school districts seemed to be much less sensitive to the question of ratios of Navajo and non-Navajo students. It was the general feeling of the administrators, however, that unless the dormitory Navajos remain definitely in the minority the purpose of the program would be defeated.

A majority of the superintendents felt that the dormitory pupils should enter their school systems at the elementary level. They believed that this would improve their chances for success in high school. The team cannot favor the removal of young children from their homes if it can be avoided.

8. The survey team satisfied itself that the per capita cost of educating Navajo high school students in bordertown schools and Bureau boarding schools is about the same.

Comment: Using fiscal year 1963-64 as a base the per capita cost for bordertown students, including both money paid to the school districts and the Bureau dormitory operation, was $1,426.62 as compared to a cost of $1,409.73 in eight off-reservation Bureau boarding schools enrolling Navajo students. 1/

This difference of about $17 per student in favor of the Bureau schools amounts to only a little over one percent. However, if the bordertown programs were expanded substantially the cost difference in total dollars might be considerable. Nevertheless, the costs of the two types of schools are so nearly comparable that the team believes the adequacy of the educational programs being offered should be the main consideration.

9. According to standardized test scores 2/, the educational development of Navajo high school students is low by comparison with high school students in the country as a whole, regardless of the kind of school Navajo students attend.

1/ See Table IX in Appendix.
2/ See Tables V - VIII in Appendix.

Navajo students in bordertown schools tend to be a little higher than those attending public high schools on the reservation, but not much. The educational development of the bordertown students is not quite as high as that of Navajo students who live at home and attend school off the reservation. It is a good deal higher than that of Navajo students attending Bureau high schools.

Comment: Test results utilized were from the Iowa Test of Educational Development and the Differential Aptitude Test. The former revealed that although the Navajo students who lived at home and attended school off the reservation did best, they were well below the average for the country as a whole. The educational level of Navajo students attending other types of high schools was exceeded by at least 75 percent of high school students in the general population. On that part of the Differential Aptitude Test which is used to predict success in college, the showing of Navajo high school seniors is even less advantageous. About 90 percent of high school seniors throughout the country make higher scores than they did. This clear evidence of lower

average educational development for Navajo youth than for youth in the general population should be taken into account by those persons bearing responsibility for the educational guidance of Navajo young people.

In evaluating the results of educational tests such as those here utilized it should be borne in mind that they were designed for English speaking students. They take for granted a wide range of concepts based upon life experiences that are not likely to be familiar to the child of an isolated reservation community. Nearly all the Navajo youth who attend the five types of schools studied by the team come from non-English speaking homes. To them English is a second language, not the vernacular. The Differential Aptitude Test specifically measures "verbal reasoning" and "abstract reasoning," both functionally related to English language usage. For this reason, the appropriateness of such tests is diminished by the cross-cultural situation. It should occasion no surprise that the average Navajo student is far below the national average. In general those who come from the most highly acculturated communities perform the best.

This observation is further reinforced by the fact that in some areas of aptitude Navajo youth have a higher performance than the national

average. In the area of "clerical speed and accuracy" they tend to be above the national average; on "space relations" they are close to it.

As is made clear elsewhere in this report, by agreement between the Bureau and the participating districts Navajo students attending bordertown schools are to be not more than one year overage or underachieving for their respective grades and sophisticated enough to profit from a typical public school program. Public schools on the reservation enroll all high school pupils within their boundaries except those having special educational and social needs as defined by Bureau boarding school criteria. Bureau high schools enroll Navajo students who are severely overage, who need special help with English, or who have serious social problems, and/or who come from isolated areas.

B. Finding and Conclusion:

THE SURVEY TEAM BELIEVES THAT THE BORDERTOWN PROGRAM SHOULD BE CONTINUED AT ITS PRESENT LEVEL AND THAT, WHEREVER POSSIBLE, SPACE NOW OCCUPED BY ELEMENTARY PUPILS BE UTILIZED FOR THE EDUCATION

OF HIGH SCHOOL STUDENTS. THE FOLLOWING CONSIDERATIONS ARE CITED IN THIS CONNECTION:

1. The Bureau is obligated by the original agreements with the bordertown school districts to continue the program at the existing level until 20 years have elapsed from the time of the agreement.

Comment: The bordertown program was one part of the Navajo Emergency Education Program launched in 1953. The 20 year agreement was a part of the inducement to the off-reservation public schools to participate in the program. A continuation of the program as noted above would be necessary in order to keep faith with the districts involved.

2. The need for school seats continues at a high level.

Comment: Because of the rapidly growing Navajo population and the increased interest in education on the part of Navajo people, the need for all available school seats continue.

3. However, in the future the most pressing need will be space for high school students.

Comment: To the extent possible bordertown seats now used for elementary pupils should be made available to high school students. At present of 2, 346 pupils enrolled in the eight bordertown schools only 1, 008 are in the high school grades. When the bordertown program was initiated there was a great need for elementary seats. Today the construction of elementary schools on the reservation is farther advanced than the building of high schools. Furthermore, larger numbers of Navajo children finishing elementary school expect to continue their education in high school than used to be the case. Administrators of bordertown schools expressed themselves as favoring the initial enrollment of Navajo children in the lower grades rather than later as high school students. They cite as reasons that younger children adjust more easily to the off-reservation environment and are better prepared for high school life when they reach it. The survey team believes that even if these reasons are valid they are outweighed by the importance of young children having the emotional security which usually comes from living in their own homes.

4. Curricular revisions, new course offerings, textbook changes, and teacher training courses are required if

the needs of the Navajo student are to be more fully met.

Comment: In a very few schools the survey team found a curriculum committee which was actively preparing instructional guides for use in the local school. In all other cases teachers were expected to use the textbook as a teaching guide. In almost all cases these were up-to-date, written by well qualified authors and attractively illustrated and printed. But published textbooks are almost always suited to the experiences of middle class, urban children. This works to the disadvantage of Navajo children for whom much of the material in the textbook is not meaningful! In this connection the team found that the three bordertown districts in New Mexico receive very substantial per capita support on Navajo students from the State in addition to the full support provided by the Bureau. It would seem that this might enable the New Mexico schools to enrich greatly the educational program for the Navajo students.

Some of the colleges in the states with a large Indian population are now beginning to offer teacher training courses specially designed to help teachers of Indian children. More public school teachers need to take advantage of such courses.

The team feels that in the future the reading level and experience background of the Navajo students should be taken into account in the selection and preparation of textbooks and other instructional materials; that a variety of resource materials be made available, and that local curriculum guides be developed.

5. The team recommends that public school officials urge Navajo students to enroll in home economics and industrial arts courses because these children come from homes where such training is limited or almost non-existent.

Comment: Navajo youngsters need training and experience to help them live successfully in the modern world. For example, they need help with consumer buying; with the operation and maintenance of household appliances; with personal grooming; with family nutrition, child care, getting and holding a job; and actual work experience. The school staff members should themselves recognize these needs on the part of Navajo youth and give status to the home economics and industrial arts program. Too often an attitude that there is something substandard about such courses prevails.

6. The Navajo student should be encouraged to participate in school activities.

Comment: The team believes that school sponsored activities such as student government, assembly programs, competitive sports, intramural sports, school elections, musical organizations, publications, and social, recreational, and other kinds of clubs, provide invaluable learning experiences for all students. As was stated earlier, the team feels that Navajo students in the bordertown schools are not participating in such activities to the extent that is desirable. It hopes that public school staffs will exercise initiative in encouraging Navajo students to take part in such activities and will strive to help them overcome their natural reluctance to do so.

7. Present bordertown programs can be materially improved by Bureau and public school officials working together to clearly define the objectives of the program.

Comment: At the time of renewal of the yearly contracts, educationists of the Bureau should consult with public school educators about possible changes in approaches to the program. Dormitory principals should play key roles in these consultations since they are in the best position

to judge the educational needs of the Navajo pupils in their dormitories. In view of this, persons chosen as dormitory principals should have a clear understanding of the educational issues involved.

The team found administrators and teachers in bordertown schools interested in discussing the problems of Navajo education. Real progress has been made in this respect in recent years by both Bureau and public school people. Many of the bordertown officials were well aware of the educational problems involved. In at least one case a principal was not sure whether he was free to initiate a program he felt to be necessary. He wished to start a class in remedial reading for the Navajo students to help them overcome difficulties stemming from the fact that English was a second language for them. He hesitated to do this however, for fear he would be criticized for setting apart the Navajos for a small portion of the day. The team encouraged him to carry out his plan.

Other administrators and teachers were less aware of the special educational needs of Navajo pupils. In their anxiety to be impartial and democratic they spoke of "treating Navajo students like everybody else." Full and free discussions of the problem would reveal that this philosophy, if applied in a completely literal sense, can result in handicapping the Navajo student.

IV. RESERVATION PUBLIC SCHOOLS

A. Finding and Conclusion:

THE SURVEY TEAM BELIEVES THAT THE LONG RANGE SOLUTION TO PROVIDING A HIGH SCHOOL EDUCATION FOR INCREASING NUMBERS OF NAVAJO STUDENTS LIES IN THE DEVELOPMENT OF THE RESERVATION PUBLIC SCHOOL SYSTEM. THIS IS IMPORTANT FOR THE FOLLOWING REASONS:

1. The students who live on the reservation should be provided with schools as near their homes as possible in order to avoid the disruption of family life.

Comment: The policy of the Navajo Tribe, joined in by the Bureau of Indian Affairs, reads in part as follows:

> "To provide educational opportunities for Navajo children on the reservation from beginners through grade twelve in order that all children may be near their parents. This is the basis for developing an educational system on the Navajo Reservation in keeping with the pattern of public education in the United States."

As mentioned earlier the Navajo people have for years been sending many of their children away to school because no educational facilities

were available at home. The team feels that this practice can lead to a breakdown in family life and a weakening of parental responsibility.

2. Reservation public school districts are accountable to Navajo citizens who live within their borders.

Comment: Navajo parents and other adults who reside within the boundaries of organized school districts have and exercise the right to vote for school board members and to serve on school boards. All five of the public school districts on the reservation which were visited by the team had one or more Navajo members serving on the school board; in one district all five members were Navajo.

Public school administrators and, when feasible, Bureau officials should assist school board members in the discharge of their responsibilities by providing them with complete information about the financial resources available to the district and the educational needs of all segments of the community.

3. The public high schools on the reservation show potential for developing programs of good quality.

Comment: They are all new and most of them are small, but they will acquire experience and added size which will be helpful to them. As it

is, most of their buildings are new and adequate, classrooms and science laboratories are generally well equipped, and teachers are young and qualified.

4. Public schools on the reservation upgrade their respective communities.

Comment: Parents can and do learn from their children who are in school; they come to understand better the objectives of the school. Through adult education programs, parent-teacher associations, and other adult activities the school can promote adult learning.

One of the immediate benefits of a public school on the reservation is an economic one. The Navajo Tribal Council recognizes this. Local Navajos are hired by the school district as custodians, kitchen and dining room workers, and bus drivers. As the community grows as a result of the school, other employment opportunities in private enterprise develop. With an improved economy local health and living standards rise.

The team was favorably impressed by the cleanliness, personal grooming, and appropriate dress of Navajo pupils attending the public schools.

5. <u>The cost to the Federal government of educating Navajo students in reservation public schools is about half that of educating them in bordertown schools or Bureau boarding schools.</u>

<u>Comment:</u> Obviously the main reason for this difference in cost is that pupils in the reservation public schools live at home and receive their subsistence from their parents.

Although the local contribution to school revenue is small because of the large amount of non-taxable land in the districts, the team believes that the local tax effort is important in giving school patrons a feeling of proprietorship in their schools.

It is significant that through assuming increased responsibility for the education of their children Navajo parents are acquiring a more complete understanding of what is involved in educating a child.

B. Finding and Conclusion:

ALTHOUGH RESERVATION PUBLIC SCHOOLS ARE THE LONG RANGE SOLUTION TO FURNISHING HIGH SCHOOL OPPORTUNITY TO NAVAJO YOUTH ON THE RESERVATION, THEY ARE NOT YET ABLE TO PROVIDE

FOR ALL OF THEM, NOR WILL THEY HAVE THIS CAPABILITY FOR SOME TIME TO COME. THE FOLLOWING FACTORS WILL AFFECT THE GROWTH OF THE PUBLIC SCHOOL SYSTEM:

1. The potential of the reservation high school system is promising.

Comment: Already five of the six reservation schools enroll more high school students than all eight of the bordertown schools - 1,101 compared with 1,008. Most of these schools are very new and have only recently become full four-year high schools. Shiprock will not become a full-fledged high school until the 1965-66 school year. These high schools can be expected to grow rapidly as elementary students complete the eighth grade and enroll in high school and as roads are improved and new bus routes established.

2. It will take time to bring about a consensus among people on the reservation which will be necessary to the formation of new school districts.

Comment: Navajo people will need the assistance of Bureau, county, and State officials and of interested and capable private citizens in organizing new school districts and carrying out the responsibilities that go with the operation of schools.

3. For a reservation public high school program to be successful, it will be necessary to find and develop adequate supplies of potable water.

Comment: The reservation does not now have an adequate supply of water. Exploration for water will need to be pressed vigorously if schools are to be located at the best possible sites, taking into account concentrations of population. Furthermore, technological breakthroughs in water treatment may provide larger supplies of potable water than are now available.

4. Even the most carefully selected school location will require the construction of many miles of all-weather roads for school bus routes and these routes must be of such length that children will not be required to be on buses for unreasonable lengths of time. State standards should be complied with.

Comment: Reservation winters are severe with some snow. At other times of the year blowing sand and flash floods make transportation difficult. All-weather roads improve the safety, economy, and dependability of school bus operation. At the same time

operation of overly long bus routes is detrimental to children's health, safety, successful school attendance and family membership. Adequate all-weather roads will be expensive to build.

5. Curricula in the reservation public schools will need revising if the needs of all the students are to be served. Navajo people should become knowledgeable about the educational needs of their children and exercise their influence as school patrons to insure these being met. The public schools, in turn, should take the initiative in familiarizing Navajo adults with the goals of the school program.

Comment: Navajo students constitute from 80 to 90 percent of the enrollment in the public high schools now on the reservation. Yet comparatively few Navajo students were enrolled in courses being offered in higher mathematics, advanced science, foreign language, and shorthand. Such classes were typically small and were made up largely of Anglo students. In view of the smaller proportion of Navajo students who were college bound this was understandable. But the team felt that low Navajo participation in the college preparatory program was not being compensated

for adequately by well rounded programs in home economics and industrial arts in which more Navajo students might have enrolled with sufficient encouragement. In addition, programs in developmental reading, the teaching of English as a second language, and the development of instructional materials at the Navajo students' level of ability in English should be fostered. One school had made an effort in this direction by doubling the amount of time Navajo ninth graders spend in English and by using a team teaching approach.

V. BUREAU SCHOOLS

A. Finding and Conclusion:

THE SURVEY TEAM BELIEVES THAT UNTIL THE RESERVATION PUBLIC SCHOOLS ARE ABLE TO ASSUME THE MAJOR ROLE IN PROVIDING A HIGH SCHOOL EDUCATION FOR NAVAJO YOUTH THE BUREAU MUST CONTINUE TO ACCEPT SUBSTANTIAL RESPONSIBILITY FOR THIS FUNCTION. THIS CONCLUSION IS BASED ON THE FOLLOWING CONSIDERATIONS:

1. Indian children attending Bureau schools have special educational needs.

Comment: Pupils enrolled in Bureau boarding schools must qualify under one or more of the following criteria as stated in the Indian Affairs Manual.

A. Educational Criteria

1. Those for whom a public or Federal day school is not available.

2. Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment.

3. Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social Criteria

1. Those who are rejected or neglected for whom no suitable plan can be made.

2. Those who belong to large families with no suitable home and whose separation from each other is undesirable.

3. Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

4. Those whose health or proper care is jeopardized by illness of other members of the household.

2. In order to provide for such educationally and socially disadvantaged children the Bureau has found it necessary to develop special educational programs.

Comment: To implement its philosophy of education and to attain its educational goals, the Bureau has developed curriculum guidelines; provided orientation and inservice training for teachers, guidance workers, and other key education personnel; provided special instructional materials at a high level of interest and a low level of difficulty; initiated programs for the teaching of English as a second language; introduced developmental reading programs in the high school as well as the elementary grades; and added professional guidance services to the school program. At the same time safe, healthful, and homelike living accommodations are being added as quickly as possible.

3. Most Navajo pupils in Bureau schools are seriously overage or underachieving for their grades, or both.

Comment: In the four Bureau high schools which the team visited it found that of a total enrollment of 2, 321 pupils only five percent were at the normal grade for their age. Seventy-seven percent were two or more years overage. Most of these were also achieving well below the grade level in which they were placed.

4. Bureau schools currently enroll several times as many Navajo high school students as the reservation schools or bordertown schools.

Comment: Bureau high schools enroll a total of 3, 148 Navajo students which exceeds the combined bordertown and reservation public high school enrollment of 2, 109. One Bureau school alone enrolls 1, 293 Navajo high school students which is more than the 1, 008 in the eight bordertown high schools or the 1, 101 in the five reservation public schools. It is reasonable to expect that the Bureau will continue for some time to carry a heavy responsibility for educating Navajo high school youth.

5. In the four Bureau high schools visited the survey team found teachers successfully using materials and techniques designed to help Navajo students overcome their shyness and express themselves freely.

Comment: For example, in one school a speech teacher was getting spontaneous and enthusiastic response from a group doing choral reading; later this was being reinforced by a music teacher who was using choral speaking as a part of his music course.

At another school a science teacher was observed demonstrating and supervising experiments by a group of severly overage Navajo students. By using materials which they could understand in terms of their real life experiences he was securing an interested response. Teaching of this sort helps students to gain confidence in themselves and encourages them to stay in school.

Successful teachers such as have been described usually have a rich background of experience in working with Indian pupils.

6. The Bureau in its boarding school operations, has the advantage of a unified program worked out cooperatively by administrative, instructional, and guidance staffs. As a result, the student lives in a learning environment in the evening and on weekends, as well as during the school day; he also learns in the dormitory and on the playground as well as in the classroom.

Comment: The bordertown programs suffer from a division of administrative responsibility with public school people responsible for the learning of Navajo students during the school day and Bureau people responsible for it the rest of the time. The result is that learning

goals are not well coordinated. The team believes that the bordertown situation could be improved. In most cases the public school and Bureau dormitory personnel seemed to be congenial but there was evident need for more joint planning.

In Bureau boarding schools, as a result of unified administration throughout the entire day and week, the different aspects of the school program support and reinforce each other in the attainment of the school goals. Educational field trips, student government (including student and dormitory councils), intramural activities, musical organizations, interschool exchange programs, movies, plays and assembly programs, and instruction in the social graces are scheduled to extend into evening hours and weekends. Library facilities are made available for study beyond the academic day. Summer academic, recreational, and work programs are provided for many students.

7. The current Bureau building program is designed to meet the need for elementary education on the Navajo Reservation. The boarding school spaces thus released will be available, in part, for Navajo high school students.

Comment: During the past year approximately 3,000 Navajo high school students were enrolled in off-reservation schools. It is estimated that in the next few years an additional 1,500 students can be accommodated.

8. At any rate an additional 7,000 seats will be required by 1970 to take care of Navajo youth who wish to enroll in high school.

Comment: This will call for a large construction program with a corresponding increase in staff to accommodate the growing high school population. It appears to the survey team the major part of the additional spaces will need to be provided in the form of boarding high school facilities on the reservation, and that there is no immediate prospect of large scale public high school expansion on the reservation.

It is Bureau policy to turn over school facilities to public school districts as rapidly as there is mutual readiness and capability.

L. Madison Coombs, Chairman
Dorothy Hanlon
Glenn C. Lundeen

VI. APPENDIX

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SCHOOLS AND DORMITORIES VISITED BY THE SURVEY TEAM

Reservation Public High Schools

Name	Location
Chinle High School	Chinle, Arizona
Ganado High School	Ganado, Arizona
Monument Valley High School	Kayenta, Arizona
Tuba City High School	Tuba City, Arizona
Window Rock High School	Ft. Defiance, Arizona

Off-Reservation Public High Schools

Cuba High School	Cuba, New Mexico
Kirtland High School	Kirtland, New Mexico

Bordertown Dormitories

Albuquerque Dormitory	Albuquerque, New Mexico
Aztec Dormitory	Aztec, New Mexico
Flagstaff Dormitory	Flagstaff, Arizona
Manuelito Hall	Gallup, New Mexico
Holbrook Dormitory	Holbrook, Arizona
Richfield Dormitory	Richfield, Utah
Snowflake Dormitory	Snowflake, Arizona
Winslow Dormitory	Winslow, Arizona

Bordertown Public High Schools

Albuquerque	Albuquerque, New Mexico
Valley Senior High School	
McKinley Junior High School	
Aztec High School	Aztec, New Mexico
Flagstaff	Flagstaff, Arizona
Flagstaff Senior High School	
Flagstaff Junior High School	

Gallup	Gallup, New Mexico
Gallup Senior High School	
Gallup Junior High School	
Holbrook High School	Holbrook, Arizona
Sevier County Schools	Richfield, Utah
Richfield Senior High School	
Richfield Junior High School	
South Sevier Senior High School	Monroe, Utah
South Sevier Junior High School	Monroe, Utah
Snowflake High School	Snowflake, Arizona
Winslow High School	Winslow, Arizona

Bureau Off-Reservation High Schools

Albuquerque Indian School	Albuquerque, New Mexico
Intermountain School	Brigham City, Utah
Phoenix Indian School	Phoenix, Arizona

Bureau Reservation High Schools

Wingate High School	Wingate, New Mexico

TABLE I

NUMBER OF STUDENTS ENROLLED IN SCHOOLS VISITED

(INDIAN AND NON-INDIAN)

Reservation Public High Schools	School Population		
	Total High School	Indian (Navajo)	
Chinle	292	237	
Ganado	162	153	
Monument Valley	140	127	
Tuba City	282	216	
Shiprock (Not a complete high school)			
Window Rock	452	368	
Off-Reservation Public High Schools			
Cuba	240	46	
Kirtland	315	150	
Bordertown High Schools			
Albuquerque Valley Senior High School	2,375	74	
McKinley Junior High School	259	21	(9th Grade only)
Aztec High School	555	70	
Flagstaff High School	1,876	126	(Includes 9th grade from Jr. High)
Gallup Senior High School	1,047	113	
Gallup Junior High School	417	51	(9th Grade only)
Holbrook High School	540	136	
Richfield Senior High School	403	25	
Richfield Junior High School	406	21	
Monroe Senior High School	179	6	
Monroe Junior High School	71	8	
Snowflake High School	600	100	
Winslow High School	734	99	
Bureau Off-Reservation High Schools			
Albuquerque Indian School	433	354	
Intermountain Indian School	1,293	1,293	
Phoenix Indian School	910	347	
Bureau Reservation High Schools			
Wingate High School	329	329	

TABLE II

*SEVEN OF THE EIGHT BORDERTOWN DORMITORIES

AGE - GRADE DISTRIBUTION

1964-65

Years	13	14	15	16	17	18	19	20 & Over	Total
Freshmen									
Albuquerque	2	11	33	24	23	2			95
Aztec		4	13	9	1				27
Flagstaff	1	12	29	6	1				49
Gallup		2	9	25	15				51
Holbrook		10	26	8	2	1			47
Richfield		3	19	5					27
Winslow		4	13	9	1	1			28
Totals	3	46	142	86	43	4			324
Sophomores									
Albuquerque			3	23	24	11	2		63
Aztec			2	10	7	3			22
Flagstaff		1	14	11	9	1			36
Gallup				6	18	13	4	1	42
Holbrook			11	19	17	2			49
Richfield			1	8	6	2			17
Winslow			4	11	5	5			25
Totals		1	35	88	86	37	6	1	254
Juniors									
Albuquerque				10	23	23	8	2	66
Aztec					9	3		1	13
Flagstaff			2	9	8	6	2		27
Gallup					6	17	14	8	45
Holbrook				3	15	4	1		23
Richfield				2	4	3	1		10
Winslow				2	11	13	4		30
Totals			2	26	76	69	30	11	214
Seniors									
Albuquerque					3	9	13	4	29
Aztec						6	1	1	8
Flagstaff				2	3	4	5		14
Gallup						3	9	14	26
Holbrook				1	2	7	6	1	17
Richfield					3	1	1	1	6
Winslow				1	4	3	6	2	16
Totals				4	15	33	41	23	116
GRAND TOTAL	3	47	179	204	220	143	77	35	908

*Snowflake figures not available.

TABLE III

AGE - GRADE DISTRIBUTION

FOUR BUREAU BOARDING HIGH SCHOOLS

1964-65

Years	13	14	15	16	17	18	19	20 & Over	Total
Freshmen									
Albuquerque		6	22	35	55	21	17	7	163
Intermountain	1	13	68	199	118	42	7	3	451
Phoenix		8	30	24	21	10	2	2	97
Wingate		16	43	46	20	3			128
Totals	1	43	163	304	214	76	26	12	839
Sophomores									
Albuquerque			3	20	21	25	16	3	88
Intermountain		2	7	33	179	84	39	12	356
Phoenix			5	29	26	27	13	3	103
Wingate			7	38	31	6	1		83
Totals		2	22	120	257	142	69	18	630
Juniors									
Albuquerque			1	3	11	17	14	11	57
Intermountain				6	22	146	74	39	287
Phoenix				7	18	16	10	5	56
Wingate				10	25	20	7		62
Totals			1	26	76	199	105	55	462
Seniors									
Albuquerque					4	6	10	26	46
Intermountain					5	22	79	93	199
Phoenix					4	17	28	42	91
Wingate					6	11	37		54
Totals					19	56	154	161	390
GRAND TOTAL	1	45	186	450	566	473	354	246	2,321

TABLE IV

RESERVATION PUBLIC HIGH SCHOOLS

AGE - GRADE DISTRIBUTION

1964-65

Years	12	13	14	15	16	17	18	19	20 & Over	Total
Freshmen										
Chinle		1	19	30	18	7	7	1	4	87
Ganado		1	3	19	17	12	5	2	2	61
Monument Valley		1	9	21	15	8	2	2	1	59
Tuba City	5	41	21	10	2		1			80
Window Rock		8	42	29	20	5	2			106
Totals	5	52	94	109	72	32	17	5	7	393
Sophomores										
Chinle			2	11	21	17	15	4	2	72
Ganado			1	4	13	13	13			44
Monument Valley				6	9	9	6	1	1	32
Tuba City		4	25	32	9	4	1	2		77
Window Rock		1	7	25	24	20	6	3		86
Totals		5	35	78	76	63	41	10	3	311
Juniors										
Chinle				1	5	17	6	8	5	42
Ganado					6	5	7	5	3	26
Monument Valley						8	12	2	2	24
Tuba City			5	12	7	7	4			35
Window Rock			1	5	24	31	26	6	2	95
Totals			6	18	42	68	55	21	12	222
Seniors										
Chinle						5	11	11	9	36
Ganado					1	3	7	8	3	22
Monument Valley							4	4	4	12
Tuba City				4	7	8	2	2	1	24
Window Rock					5	31	18	20	7	81
Totals				4	13	47	42	45	24	175
GRAND TOTAL	5	57	135	209	203	210	155	81	46	1,101

EDUCATIONAL TEST DATA

The following four tables provide information about the level of educational development of Navajo high school students and about their aptitude for post high school study. Tables V and VI refer to the Differential Aptitude Test which was given by the Navajo Tribe to Navajo high school seniors in connection with the tribal program of scholarship grants. Tables VII and VIII refer to the Iowa Test of Educational Development.* Data from the DAT were analyzed by Dr. Robert L. Baker and his associates at Arizona State University. Scores from the ITED were analyzed by Science Research Associates of Chicago.

The ITED purports to "provide a comprehensive and dependable description of the general educational development of the high school pupil." The DAT provides measures of eight differentiated aptitudes for learning.

Table V shows by categories the schools attended by Navajo students whose scores were included in the study. Table VI shows the percentile ranks of mean raw scores (based on national norms) by groups, years, and parts of the test. It shows the number of students in each group and, because the test is normed separately for boys and girls, the results are given separately. A percentile rank of ten, for example, means that of the large group of students across the country on whom the norms were established, 90 of every hundred actually made a higher score than the average of the Navajo group. A percentile rank of 65 means that only 35 of a hundred made a higher score than the Navajo group.

*The Bureau of Indian Affairs wishes to acknowledge the generous assistance of the Navajo Tribe in making the DAT scores available and of the cooperating schools in securing the ITED data.

Table VII shows the numbers of students who took the Iowa Test of Educational Development, by schools, in grades 9 and 12. Table VIII shows the composite mean standard score and percentile rank for grades 9 and 12 by categories of students. "Gallup Public" identifies the "walk-in" Navajo group whose homes are in the Gallup district. The Window Rock Public School is on the Navajo Reservation. "Bordertown" students stay in dormitories and attend public schools off the reservation. The Albuquerque Indian School is operated by the Bureau of Indian Affairs.

Percentile ranks are interpreted as is Table VI. For example, 74 of every hundred 9th grade students in the norm population (representing the national average) made higher scores than the average for the 9th grade dormitory students at Albuquerque.

The following factors are pointed out by way of possible explanation of unusually high or low percentile ranks. Twelfth grade students in the Gallup public school program averaged at the 45th percentile. This was a very small group of eight students and the statistical reliability of the figure is open to question. As has been pointed out in the main body of of the report, students in the Albuquerque Indian School come from isolated communities, are learning English as a second language, in many cases have social problems and were late in entering school. In view of this, their ranking at the 10th percentile in the ninth grade and at the 4th percentile in the 12th grade is not particularly surprising.

TABLE V

DIFFERENTIAL APTITUDE TEST

SCHOOLS IN WHICH NAVAJO STUDENTS WERE ENROLLED

Group I (Dormitory Students Attending Bordertown Public High Schools)

Albuquerque Bordertown Dormitory
Aztec, BIA Bordertown Dormitory
Flagstaff Bordertown Dormitory
Gallup Manuelito Hall Dormitory
Holbrook Bordertown Dormitory
Richfield Bordertown Dormitory
Snowflake Bordertown Dormitory
Winslow Bordertown Dormitory

Group 2 (Students Attending Reservation Public High Schools)

Chinle Public High School
Ganado Public High School
Kayenta Monument Valley High School
Tuba City Public High School
Window Rock High School

Group 3 (Students Attending Off-Reservation Public High Schools)

Farmington High School
Gallup Public High School
Kirtland Central High School
Sanders High School

Group 4 (Bureau High Schools Enrolling Only Navajos)

Intermountain Indian School
Wingate High School

Group 5 (Bureau High Schools with Mixed Enrollment)

Albuquerque Indian Boarding School
Chilocco Indian School
Phoenix Indian School
Riverside Indian School
Fort Sill Indian School

TABLE VI

DIFFERENTIAL APTITUDE TEST

PERCENTILE RANKS FOR MEAN RAW SCORES

Group	Year	No. in group	Percentile Ranks VR	NA	AR	SR	MR	CSA	SPELL	SENT	VR + NA
1 - Male	1961	56	05	35	25	45	20	70	45	15	10
1 - Female	1961	64	05	30	20	50	30	50	30	05	10
2 - Male	1961	28	05	35	25	45	25	65	35	15	15
2 - Female	1961	40	05	25	15	50	30	45	25	03	10
3 - Male	1961	15	10	35	20	40	15	40	50	10	15
3 - Female	1961	17	10	30	20	45	35	45	35	05	15
4 - Male	1961	22	01	20	10	45	15	70	40	03	05
4 - Female	1961	24	03	15	10	50	25	45	20	03	05
5 - Male	1961	71	03	25	15	35	15	50	40	05	05
5 - Female	1961	60	03	25	15	45	25	20	25	03	05
1 - Male	1962	73	05	30	20	40	20	50	40	10	10
1 - Female	1962	59	05	35	25	50	30	45	25	05	10
2 - Male	1962	47	05	35	25	40	25	80	40	10	10
2 - Female	1962	38	10	25	20	55	40	70	35	05	10
3 - Male	1962	29	05	25	20	45	70	70	40	10	10
3 - Female	1962	35	05	25	15	40	30	50	30	05	05
4 - Male	1962	39	05	30	20	40	20	45	40	10	10
4 - Female	1962	29	03	25	15	50	25	20	30	03	05
5 - Male	1962	115	03	20	15	35	15	55	40	10	05
5 - Female	1962	86	05	25	15	50	25	40	25	03	05

VR (verbal reasoning) AR (abstract reasoning) MR (mechanical reasoning) SPELL (spelling)
NA (numberical ability) SR (space relations) CSA (clerical speed and accuracy SENT (sentences)
VR + NA (a combination of the first two)

TABLE VI (con't)

Group	Year	No. in group	VR	NA	AR	SR	MR	CSA	SPELL	SENT	VR + NA
1 - Male	1963	60	10	35	40	60	30	55	45	15	15
1 - Female	1963	59	05	30	20	45	20	55	45	10	10
2 - Male	1963	55	05	30	20	45	20	55	45	10	10
2 - Female	1963	66	15	25	15	45	25	45	30	03	05
3 - Male	1963	46	05	25	15	40	15	75	35	05	10
3 - Female	1963	46	05	25	15	50	35	50	30	05	10
4 - Male	1963	58	05	30	15	40	15	75	40	05	10
4 - Female	1963	53	03	15	15	45	20	60	20	03	05
5 - Male	1963	143	03	20	15	30	15	45	35	05	05
5 - Female	1963	107	03	20	15	35	20	30	15	03	05
1 - Male	61-63	189	05	35	25	45	20	55	45	10	10
1 - Female	61-63	182	05	30	20	50	35	45	30	05	10
2 - Male	61-63	130	05	30	25	40	25	70	40	10	10
2 - Female	61-63	144	05	25	15	50	30	50	30	05	10
3 - Male	61-63	90	05	30	15	40	20	70	40	10	10
3 - Female	61-63	98	05	25	15	45	35	50	30	05	10
4 - Male	61-63	119	03	25	15	40	15	65	40	05	10
4 - Female	61-63	106	03	15	15	50	20	45	25	03	05
5 - Male	61-63	329	03	20	15	35	15	50	35	05	05
5 - Female	61-63	253	03	20	15	40	25	30	20	03	05

TABLE VII

IOWA TEST OF EDUCATIONAL DEVELOPMENT

SAMPLE SCHOOLS BY GRADE

Grade 9		Grade 12	
Albuquerque Bordertown			
Washington Junior High School	4	Valley Senior High School	11
McKinley Junior High School	25	Highland Senior High School	6
Lincoln Junior High School	12	Albuquerque Senior High School	6
Jefferson Junior High School	30		23
Garfield Junior High School	16		
	87		
Albuquerque Indian School	186	Albuquerque Indian School	55
Gallup Bordertown			
Gallup Junior High School	63	Gallup Senior High School	36
Gallup Public*			
Gallup Junior High School	73	Gallup Senior High School	8
Window Rock High School	89	Window Rock High School	81

*Navajo students who live in the Gallup district.

TABLE VIII

IOWA TEST OF EDUCATIONAL DEVELOPMENT

COMPOSITE MEANS AND PERCENTILE RANKS

	Grade 9			Grade 12		
	N	Mean	Percentile Rank	N	Mean	Percentile Rank
Albuquerque Bordertown	87	7.22	23	23	12.57	28
Albuquerque Indian School	186	3.74	10	55	4.64	4
Gallup Bordertown	63	6.76	23	36	10.25	15
Gallup Public	73	7.97	29	8	15.75	45
Window Rock Public	89	7.49	23	81	10.89	19

TABLE IX

COSTS OF EDUCATING NAVAJO STUDENTS
IN THE THREE TYPES OF SCHOOLS

1964

Reservation Public Schools	ADA	Total Cost	Per Capita Cost	Average Cost by School Type
Chinle	1113.0	$ 782,734.55	$ 703.27	
Ganado	889.0	611,208.71	687.52	
Window Rock	1611.0	1,115.709.63	684.06	690.01
Tuba City	1012.0	667.129.94	659.21	
Kayenta	552.0	426,471.13	772.59	
Bordertown Schools				
Aztec	116.0	193,477.00	1,667.00	
Gallup	520.0	671,162.08	1,290.69	
Richfield	123.0	179,617.00	1,460.00	
Albuquerque	319.0			$1,426.62
Holbrook	390.0	567.698.15	1,455.64	
Winslow	287.0	382,891.90	1,334.12	
Snowflake	160.0	282,492.00	1,765.51	
Flagstaff	316.0	448,354.00	1,472.01	
Bureau Boarding Schools				
Sherman	1004.0	1,208,337.00	1,203.52	
*Phoenix	1031.0	1,312,947.00	1,273.47	
*Intermountain	1992.0	2,903,650.00	1,457.66	
Chilocco	994.7	1,340,288.00	1,348.38	$1,409.73
Ft. Sill	259.0	442,271.00	1,703.75	
Riverside	352.2	520,030.00	1,776.52	
Chemawa	829.2	1,218,951.00	1,509.00	
Stewart	636.5	960,483.00	1,470.03	

*Only Bureau schools visited.

**Figures used are for both elementary and high school students.

Contract No._____

Agreement by and between the _____ Elementary School District, _____ and the United States Department of the Interior, Bureau of Indian Affairs, for the education of Navajo Indian children.

THIS AGREEMENT, made and entered into this _____ pursuant to the Act of April 16, 1934, as amended by the Act of June 4, 1936 (25 U.S.C. 452) by and between the Elementary School District, _____, acting through the Board of Trustees, legally authorized to so contract on behalf of the School District, hereinafter referred to as the party of the first part, and the United States Department of the Interior, Bureau of Indian Affairs, acting through the Area Director of the Gallup Area Office, hereinafter referred to as the party of the second part,

W I T N E S S E T H :

ARTICLE I. The party of the first part agrees:

1. Under this contract to provide educational facilities, including classrooms, teachers, school supervision, instructional aids, gymnasiums, playgrounds, utilities, etc., for educating approximately two hundred thirty nine (239) Navajo Indian children, housed in dormitories operated by the Bureau of Indian Affairs in the Town of _____, under the same terms, conditions and standards, and in the same manner, with equal rights and privileges as are provided for all other children enrolled in the public schools of the district, during the 1962-63 school year.

2. To accept under this contract, only such children as are certified to it by the Navajo Agency, Branch of Education, Bureau of Indian Affairs, provided, however, that the number of Navajo pupils to be accepted at each grade level shall not exceed forty (40) in number.

3. That the Indian children shall receive the same instruction and the same services that other children enrolled in the public schools of the District shall receive.

4. To furnish the Dormitory Principal with the names of each pupil's school, principal teacher, and telephone number of the school; name of a person to contact in case of emergency, a school calendar, including a list of all activities in which the dormitory pupils will be expected to participate, and report cards on all dormitory pupils.

5. To refer all requests for the release of dormitory pupils from school to the Dormitory Principal; to notify the Dormitory Principal immediately if and when a dormitory pupil becomes seriously ill or injured, and to report immediately to the Dormitory Principal the disappearance of any dormitory pupil from school during school hours.

6. That no dormitory pupil shall be permitted to participate in athletics without a physical examination and clearance by a physician.

7. To submit to the party of the second part, any estimates, operational budgets, and such other reports as are normally required by the State and furnish period reports of attendance and progress of the dormitory pupils, as requested by the party of the second part.

8. To furnish the dormitory pupils the regular noon luncheon, furnished other children in attendance at the schools, each day the schools are in session during the term of this contract.

9. To permit representatives of the Bureau of Indian Affairs to visit schools enrolling Indian children at any time for observation, consultation, and evaluation; and to make available such records and reports as may be necessary to enable them to evaluate the programs in such schools.

ARTICLE II. The party of the second part agrees:

1. For public school instruction of approximately Two hundred thirty nine (239) Navajo pupils under this contract to pay to the party of the first part, on the basis of average per pupil cost per year, estimated not to exceed Eighty Five Thousand Seven Hundred Forty One Dollars (85,741.00) per annum, payment to be made upon receipt of invoices, as follows: On or about October 1, 1962, Seventy Seven Thousand One Hundred Sixty Six Dollars ($77,166.00) the balance if any, immediately after the party of the first part has determined the average per pupil cost and attendance for the school year and furnished certification as to such average cost.

2. To pay the party of the first part for noon luncheons served the dormitory pupils estimated not to exceed Fifteen Thousand Fifty Seven Dollars ($15,057.00) at a rate not exceeding Thirty-five cents (35¢) per student luncheon; payment to be made upon receipt of invoices in triplicate as follows: On or about October 1, 1962, ninety percent (90%) of estimated cost for all noon luncheons to be served during the school year; the balance immediately after the end of the school year and the actual number of meals served the dormitory pupils has been determined jointly by the parties hereto.

3. To reimburse the party of the first part upon receipt of invoices, in triplicate, submitted in accordance with the attached instructions, a total amount estimated not to exceed Three Thousand Four Hundred Twenty Nine Dollars ($3,429.00) for school supplies which parents are normally required to furnish and which are provided by the party of the first part upon request of the party of the second part.

2

ARTICLE III. The parties of this contract agree:

1. That such sums as are paid hereunder to the Arizona State Board of Education for public school instruction shall be for deposit and disbursement to the Treasurer, _____County, _____, for credit to the account of the party of the first part.

2. This agreement is for the 1962-1963 school year, and that all operations under this agreement shall terminate June 30, 1963.

3. The total amount payable hereunder for public school instruction shall be determined by multiplying the number of Indian pupils, which is two hundred and thirty nine (239) by the average per pupil cost per year for all pupils.

4. The obligations of either party under this agreement are contingent upon appropriations being made by the Congress and the Legislature of the State, respectively.

5. This agreement may be changed, altered, modified, amended, or abrogated in whole or part by written mutual consent of the parties thereto.

ARTICLE IV.

In addition to the terms and conditions specified in Articles I, II, and III of this agreement, the party of the first part (for the purpose of this article herein called the contractor) agrees that the general conditions attached hereto shall be incorporated herein and made a part of this agreement.

IN WITNESS WHEREOF, the parties hereto have caused this agreement to be executed the day and year first above written.

_____

_____

_____

_____

RESOLUTION OF THE
NAVAJO TRIBAL COUNCIL

Adopting Navajo Education Policy

WHEREAS:

1. Great progress has been made in improving educational opportunites for Navajo people in the past ten years.

2. However, many areas need improvement and it is appropriate that the Navajo Tribal Council consider over all policy objectives with the Bureau of Indian Affairs for the future development of education opportunities for Navajo people.

NOW THEREFORE BE IT RESOLVED THAT:

1. The attached Exhibit entitled "Navajo Education Policy Statement" is hereby adopted by the Navajo Tribal Council as the Education Policy of the Navajo Tribe.

2. The Navajo Tribal Council urgently requests the Congress of the United States and responsible officials of the Department of the Interior to use their best efforts to implement the aims and objectives of the Navajo Education Policy, through appropriation and administrative action.

CERTIFICATION

I hereby certify that the foregoing resolution was duly considered by the Navajo Tribal Council at a duly called meeting at Window Rock, Arizona, at which a quorum was present and that same was passed by a vote of 58 in favor and 0 opposed, this 29th day of August, 1961.

(SGD) Scott Preston

Vice Chairman
Navajo Tribal Council

C O P Y

JOINT BUREAU OF INDIAN AFFAIRS-NAVAJO TRIBAL COUNCIL
Navajo Education Policy Statement

Under Congressional authorities and Departmental direction it shall be the policy of the Bureau of Indian Affairs and the Navajo Tribe to attack simultaneously the education problems of Navajos on all fronts and at all levels, from beginning grades through adult programs, by laying the problems before the public, the Congress, and by working in cooperation with the State, local and public school officials, and other Federal agencies in providing the type of education opportunities that best meet the needs of the Navajo people.

The ultimate education objective is educational competency for all Navajo people so that they may participate in the local community, State, and national life equally with other citizens. Therefore, the Bureau of Indian Affairs and the Navajo Tribe shall plan educational programs in terms of specific needs of the Navajo people and seek funds from the Congress to carry out each program.

I. Policy objectives. It shall be the policy

1. To provide educational opportunities for Navajo children on the reservation from beginners through grade twelve in order that all children may be near their parents. This is the basis for developing an educational system on the Navajo Reservation in keeping with the pattern of public education in the United States.

2. To develop, when there is mutual readiness, educational opportunities in public schools for Navajo children at all grade levels in order that Navajo youth may have the opportunity to participate in public school educational programs on an equal basis with other citizens.

3. To use present off-reservation education facilities for Navajo youth as long as the need exists.

4. To provide through State and other resources educational opportunities for mentally and physically handicapped Navajo children (blind, deaf, spastic, etc.)

5. To encourage Navajo high school graduates to utilize fully existing facilities and programs in pursuit of further education and/or training in keeping with their individual interests and capabilities.

6. To provide adult education instruction in close cooperation with local community groups.

II. Implementation of policy objectives

1. Navajo students will attend schools on the reservation.

(a) In public schools wherever they are already available. Additional public school opportunities will be developed on the reservation as public school officials and the Navajo people are mutually prepared.

(b) In Federal day schools wherever population will support a day operation. The value attached to home living with school attendance on a day basis remains a primary objective of tribal and Bureau education policy.

(c) Existing boarding schools will be expanded on the reservation at the nearest locations to the parents to care for the remainder who cannot be accommodated in day facilities. As roads are developed students who can be reached will attend on a day basis. When a boarding facility can serve all children within the area on a day basis the boarding facility will be converted to day operation.

2. Conditions under which Navajo students may attend Off-reservation schools.

(a) Navajo students who are up to grade may attend public schools wherever public schools have been made available for them within the States of their residence. The Bureau will assure dormitory care make suitable contract arrangements for instruction in the public schools.

(b) Navajo children 13 years of age or older who are retarded two or more grades may continue to attend off-reservation Federal schools to receive special vocational instruction as long as the need exists.

(c) Navajo students 13 years of age or older who cannot be accommodated in on reservation schools will continue to attend off-reservation schools.

3. Education beyond high school level.

(a) Post high school courses in Haskell and Chilocco will continue to be available to Navajos.

(b) Vocational training under Public Law 959 will be available to qualified Navajo applicants.

(c) Qualified Navajo students will be encouraged to make the fullest use of all scholarship assistance - tribal scholarships, Bureau and private scholarships - to further their education in colleges and universities, and technical and trade schools.

4. Adult education. Lack of early opportunities for education makes it imperative that many appropriate courses be provided for Navajo adults to insure their educational progress. The Bureau of Indian Affairs and the Navajo Tribe will work with all agencies providing adult instruction to plan and develop adult education programs in closest possible keeping with requests initiated by the local community.

5. Special education. In cooperation with responsible agencies the greatest care will be exercised to identify the handicapped Navajo students.

(a) For such handicapped students whose needs can be met in a modified school environment, arrangements will be made (in cooperation with responsible agencies) to provide adequate instruction in existing schools.

(b) The extreme cases that cannot be provided for in a modified school situation and thus require institutional care shall be provided for in appropriate State and private institutions.

Summary

The Bureau of Indian Affairs and the Navajo Tribe agree to work in full cooperation in developing plans that will carry out all phases of the foregoing policy objectives.

(SGD) Paul Jones

Chairman, Navajo Tribal Council

(SGD) Philleo Nash

March 5, 1962 Commissioner, Bureau of Indian Affairs

Dormitory:

Date:

DORMITORY EVALUATION

I. Enrollment

Total

A. Boys
B. Girls

II. Staff

A. Principal
B. Guidance (head)

1. Boys
2. Girls

C. Teacher advisors
D. Supervisory of Instructional Aids
E. Night attendants
F. Night watchmen
G. Janitor
H. Bus driver
I. Laborer
J. Maintenance man
K. Tutors

1. Full time
2. Part time

L. Clinical help
M. Seamstress
N. Other

III. Site

A. Location

1. Distance from school
2. Adequate drainage
3. Landscaping
4. Provision for playgrounds

a. Basketball courts
b. Softball diamonds
c. Playground equipment

IV. Buildings

A. Dormitory

1. Sleeping accommodations

a. Well-lighted
b. Good ventilation
c. Separate rooms for older students
d. Beds spaced far enough apart
e. Cleanliness
f. Attractiveness
g. Storage

(1) Lockers - large enough
(2) Dresser
(3) Chairs

2. Sanitation Facilities

a. Showers

(1) Number
(2) Individual
(3) Curtains
(4) Tiled
(5) Clean
(6) Maintenance
(7) Mixing faucets
(8) Dressing provisions

b. Toilets

(1) Number
(2) Privacy
(3) Cleanliness
(4) Maintenance

c. Drinking fountains

(1) Number
(2) Availability
(3) Cleanliness

3. Isolation Room

a. Location
b. Sanitary facilities
c. Cleanliness

4. Storage

    a. Suitcases

        (1) Location
        (2) Adequacy

    b. Clothing

        (1) Location
        (2) Security

5. Laundry

    a. Size
    b. Ironing facilities
    c. Washing
    d. Drying - only outside
    e. Safety
    f. Sanitation

6. Rumpus Room

    a. Spacious
    b. Equipment
    c. Materials
    d. Security
    e. Attractiveness
    f. Storage

7. Living Room

    a. Spacious
    b. Attractive

        (1) Rugs
        (2) Draperies
        (3) Colors
        (4) Pictures
        (5) Art

    c. Furniture

        (1) Comfortable
        (2) Attractive

    d. Heating and Lighting

8. Study

a. Location
b. Table and chairs
c. Size
d. Comfort
e. Lighting
f. Heating
g. Books and periodicals

(1) Accessability
(2) Kind

9. Passageways

a. Inside stairs
b. Ample exits
c. Well-lighted
d. Wide enough

10. Office Space

a. Location
b. Privacy

11. Counselling Room

a. Location
b. Privacy

12. Clinic

a. Size

B. Food Center

1. Dining Room

a. Size - Large enough to feed all students in one hour
b. Tables and chairs - Graduated
c. Attractive

(1) Curtains
(2) Pictures

d. Clean - Sanitary
e. Seating Arrangement
f. Friendly, permissive atmosphere
g. Good manners are encouraged and used

2. Dishroom

a. Size
b. Ventilation
c. Capacity of washer
d. Sanitation
e. Arrangement

3. Kitchen

a. Size
b. Arrangement
c. Ventilation
d. Sanitation
e. Equipment
f. Clothing (proper)

4. Storage

a. Size adequate
b. Accessible
c. Sanitary

5. Garbage and rubbish

1. Properly handled

C. Gymnasium

1. Adequate size
2. Safety
3. Facility available and in use each day and on week ends
4. Used by both sexes
5. Bathroom and showers available
6. Storage (adequate)
7. Supervision provided

V. Program

A. Philosophy and objective - Written
B. Evening activities
C. Week end activities
D. Planned counselling and guidance program
E. Planned recreational program
F. Field trip
G. Transportation or arrangements provided so students can and are encouraged to participate in school activities.
H. Exchange program
I. Clubs
J. Religious activities sponsored away from dormitory with active student participation.

School:

Date:

SCHOOL EVALUATION

I. Philosophy and Objectives

A. Availability in writing based on student and community needs.

B. Ample evidence that school program is built around philosophy and objectives of school.

II. School Organization

A. Plan

1. 6 - 3 - 3
2. 8 - 4
3. 7 - 2 - 3

B. Enrollment

1. Total (High School)
2. Indians (High School)
3. School facilities are adequate for present enrollment

C. Class size (prepared chart)

1. Largest class
2. Smallest class
3. Class sizes are kept within limits, determined by room capacities and types of instruction (vocational).

D. Daily program (schedule)

1. Provides for flexibility
2. Fits the needs of students (not the school)

E. Reports to parents

1. Periodical
2. Simple terminology
3. Provisions for parent-teacher conferences
4. Dormitory personnel and teacher conferences

F. Transportation of pupils

1. Longest trip made in miles
2. Time students spend on above trip

3. Average length of bus routes
4. Average time pupils spend on buses
5. Transportation for students in extra-curricular activities

G. Lunchroom, Kitchen, Dining Room

1. Indian students seated and visiting with other students
2. Food is adequate, tasty, attractively served

H. Board of Education

1. Has Indian representation

I. Problems in the operation of the school program

J. The absolute maximum enrollment this high school can accommodate

III. School Staff

A. Numerical adequacy

1. Administrative staff
2. Instructional staff
3. Professional non-instructional
4. Clerical - Accounting
5. Custodial
6. Maintenance

B. Qualifications

1. Assigned properly
2. Specialists provided in needed fields

IV. Instruction Program and Improvement

A. Program of studies to meet individual student needs.
B. Provision is made to help students who have special needs (Special reading classes).
C. Health and safety education required of all students.
D. Physical education is available to all students. Participation is satisfactory.
E. Music, art, and dramatics are offered and students participate actively.
F. Driver education is offered. Students participate actively.
G. Programs in Industrial Arts and Home Economics are available and used.
H. Supervision provided teachers is satisfactory.
I. Articulation of instruction is evident.
J. Adequate supervision is provided teachers and instructors.

K. Faculty meetings are planned by the teachers to improve the instructional program.
L. Ample field trip experiences provided.
M. Special fees students are required to pay.
N. Books
   1. Paid for by Johnson-O'Malley
   2. Paid for by student
   3. Paid for by State Department
   4. Paid for by city

V. Classroom Observation

A. Students are properly grouped for instructional purposes.
B. Good housekeeping is practiced.
C. Attractive displays, bulletin boards, and mock-ups are very much in evidence.
D. Indian students are seated with other students and not isolated.
E. Indian students are responsive and participate actively in class discussions and other classroom activities.
F. Texts used are current and readable by students.
G. Method of presentation is varied and interesting.
H. Students are interested and enthusiastic
I. Classroom control (behavior) is satisfactory.
J. Science classes provide plenty of opportunity for experimentation and exploration.

VI. Evaluation and Measurement

A. Testing program is adequate and results are used by teachers and others for guidance and instructional purposes.
B. Grading system is adequate and meaningful to the student.
C. Grades of Indian students are comparable to those of other students.

VII. Guidance and Counselling

A. Counsellor is assigned to work with Indian students.
B. Ratio of students to counsellor.
C. Indian students are seen on a scheduled basis.
D. Indian students feel free to seek help of counsellor.
E. Record is kept on drop-outs (leaving school during year) and they are followed up.
F. Record is kept on students who failed to return and they are followed up.
G. Students are given sufficient help in selecting a career.
H. Students are given sufficient guidance in selecting a program of studies.
I. Students are guided in their social development.
J. Each student has a permanent record folder that is used by the staff to help the student.

VIII. Instructional Materials and Resources

A. Audio-visual equipment is suitable, adequate, available and used.
B. Audio-visual materials are adequate, available and used.
C. Reference and resource books are adequate in number and used by the students.
D. Periodicals and newspapers are adequate in number and used by the students.
E. Science laboratory equipment is up to date and used frequently for experimental purposes.

IX. Curricular Areas

A. Curriculum based on student and community needs.
B. Curriculum committee has been selected . Meets regularly.
C. Course outlines planned and developed by the school are available and in use.

X. Student Activities

A. Assemblies are planned ahead and the Indian students are well represented.
B. Indian students participate actively in athletics (basketball, football, track, baseball)
C. Intramural program (or recreation) provided for those Indian students who are not members of athletic teams.
D. There is a variety of clubs and students participate freely.
E. A school bank is available and used.
F. The student government has Indian representation.

XI. School and Community Relations

A. There is an active P.T.A. well represented by Indian parents or dormitory personnel.
B. The community offers employment possibilities for students. Many work during the week and on Saturdays.
C. The community offers employment to graduates who do not go on to college.
D. An adult education program is available to Indian parents and young adults.
E. Kindergarten and nursery schools are available and used by young Indian children.

XII. School Plant

A. Modern and of sufficient size to care for enrollment.
B. Site is suitable, beautifully landscaped and attractive.
C. Classroom and shops properly lighted, ventilated, heated, and cooled.

D. Showers, toilets, washrooms are sufficient in number and very well kept.
E. Auditorium is satisfactory and used frequently.
F. Gymnasium is satisfactory and used by Indian students when available (week ends).
G. Playgrounds are large, well-equipped and used by the Indian students.
H. Cafeterias or kitchens are available and meet modern sanitation requirements.
I. Cafeteria is well-equipped and staffed.
J. Clinic services are provided.
K. School buses meet safety standards -- are in good condition.

CLASS _____ TEACHER _____ SCHOOL _____ DATE _____

OBSERVATION SHEET

1. Number of children in the class:_____ No._____and%_____of Navajos.

2. Comments on Instruction: Type - Lecture, Question and Answer, Discussion, Panel, Demonstration, Reports, Unit Activities, Other

Participation - Student, Navajo, Oral, Written
Teacher dominated or student oriented

Based on student needs

Planned

Evaluation

Assignments

3. Comments on classroom: Condition - size, housekeeping, availability of supplies and equipment, texts, library, films, labs, work areas, centers of interest, bulletin boards, display of students' work.

4. Evaluation: 1 2 3 4 5

Comments

Evaluator:_____